



**Applicant Information Sheet  
Jefferson County Land Reutilization Corporation  
FY 2026 USEPA Cleanup Grant Application**

***IV.A. Narrative Information Sheet***

1. Applicant Identification

Jefferson County Land Reutilization Corporation  
Jefferson County Courthouse  
301 Market St, Room 103  
Steubenville, OH 43952

2. Website URL: <http://jeffersoncountylanbank.org/>

3. Funding Requested

a. Grant Type

Single Site Cleanup

b. Federal Funds Requested

\$1,000,000

4. Location

2510 and 2512 Commercial Avenue  
Steubenville Township, Jefferson County, Ohio 43938

5. Property Information:

Former American Cleaners, 2510 Commercial Avenue, Steubenville Township,  
Jefferson County, Ohio 43938

6. Contacts

a. Project Director

Tabatha Glover  
Director  
Jefferson County Land Reutilization Corporation  
Jefferson County Court House  
301 Market St, Room 105  
Steubenville, OH 43952  
(740) 283-8655  
[landbank@jeffersoncountyoh.com](mailto:landbank@jeffersoncountyoh.com)

b. Chief Executive/Highest Ranking Elected Official



Brian Scarpone (serves two roles)  
 Board President  
 Jefferson County Land Reutilization Corporation  
 Jefferson County Court House  
 301 Market St  
 1st Floor, Room 105  
 Steubenville, OH 43952  
 (740) 283-8572

and

Jefferson County Treasurer  
 Jefferson County Courthouse  
 301 Market Street  
 1st Floor, Room 105  
 Steubenville, OH 43952  
 (740)283-8572

[bscarpone@jeffersoncountyoh.com](mailto:bscarpone@jeffersoncountyoh.com)

7. Population

Jefferson County: 65,249 (2020 census.gov)  
 Steubenville Township: 4,117 (2020 census.gov)

8. Other Factors

Please find below the list of other factors detailed in the FY25 Guidelines for Brownfield Cleanup Grants. Where the listed factor is applicable to this request the corresponding page of the project narrative is denoted. Factors where “NA” is listed are not applicable to this request.

<b>Information on the Other Factors</b>	<b>Page #</b>
Community population is 15,000 or less.	1
The applicant is, or will assist, a federally recognized Indian Tribe or United States Territory.	NA
The proposed brownfield site(s) is impacted by mine-scarred land.	NA
Secured firm leveraging commitment ties directly to the project and will facilitate completion of the remediation/reuse; secured resource is identified in the Narrative and substantiated in the attached documentation.	NA
The proposed site(s) is adjacent to a body of water (i.e., the border of the proposed site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	NA

The proposed site(s) is in a federally designated flood plain.	1
The reuse of the proposed cleanup site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	NA
The reuse of the proposed cleanup site(s) will incorporate energy efficiency measures.	NA
The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters.	NA
The target area(s) is impacted by a coal-fired power plant that has recently closed (2015 or later) or is closing.	1

9. Releasing Copies of Applications

Not applicable – application does not have confidential, privileged, or sensitive information

## 1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

**Target Area and Brownfields: 1.a: Overview of Brownfield Challenges and Description of Target Area:** Jefferson County, located in eastern Ohio along the Ohio River, is identified as a high dependence, high impact, and high-risk Coal Impacted Community<sup>1</sup>. According to the Jefferson County Community Health Assessment<sup>2</sup>, the County faces financial and health challenges including income, poverty, education, affordable housing, heart disease, low life expectancy, and transportation challenges. The 2020 population of the county was 65,249 and includes the Target Area (TA) community of Steubenville Township (population 4,117) and adjacent Mingo Junction (population 3,347)<sup>3</sup>. Located in Ohio's Appalachian region, Jefferson County experienced a significant downturn in its communities' economies and the health and welfare of its residents over the past 40 years. The loss of the steel industry and gradual reduction of the coal economy beginning in the 1980s has had a lasting adverse impact. The loss of steel production and associated industry and the depletion of the coal industry have devastated the local economy leading to the loss of thousands of productive jobs and a net loss of population (91,564 in 1980 to 65,249 in 2020). The loss of steel and coal jobs have left communities with blighted properties, aging infrastructure, population loss, and significantly decreased tax revenue. In addition, Jefferson County suffers from high poverty and an opioid and drug addiction problem. The Sammis power plant, located in Stratton in northern Jefferson County, was closed in 2023, resulting in the loss of 140 immediate jobs. According to the US Census, the county has a poverty rate of 18.8%<sup>2</sup>, with local rates of 29.1% and 24.4% in Steubenville Township and Mingo Junction, respectively<sup>4</sup>. These poverty rates are significantly above the 13.3% rate for the state of Ohio, leaving Jefferson County residents to live among blighted properties and exposed to environmental and health hazards. With limited flat acreage in the county and the majority of developable properties being abandoned mine lands, the importance of rehabilitating once prosperous brownfield sites is key to reinvigorating Jefferson County.

The Jefferson County Land Reutilization Corporation, commonly known as the Jefferson County Land Bank (Land Bank), was officially formed in May 2014. The Land Bank's mission is to stem neighborhood blight, restore abandoned properties to productive use, and provide the community planning and legal authority to champion the revitalization of neighborhoods and commercial centers. As a county-wide resource, the Land Bank assists in region-wide redevelopment efforts with other community and governmental organizations. The Land Bank's primary focus is to acquire and demolish blighted and dilapidated structures throughout Jefferson County to foster community redevelopment. Since 2015, 302 structures have been demolished, of which 279 parcels have been transferred to new owners, put back into productive use, and returned to the tax rolls. The Land Bank believes revitalizing brownfield sites will spark economic recovery by removing logistical and financial obstacles to redevelopment by demolishing dilapidated properties, facilitating County acquisition of blocks of land, and identifying properties requiring additional site assessment and cleanup prior to redevelopment. The Land Bank's vision for economic recovery includes the primary goal to identify, acquire, and demolish dilapidated buildings to create developable land that will attract redevelopment along the Ohio River. The Land Bank has partnered on brownfield projects with the Jefferson County Port Authority (Port Authority) and the Brooke-Hancock-Jefferson Metropolitan Planning Commission (BHJ-MPC), who bring a focus on job creation, transportation, and infrastructure improvements to the region. Both the Port Authority and the BHJ-MPC are members of the Brooke-Hancock Region XI Regional Planning and Development Council, a partnership between representative economic development and planning organizations and County governments supporting the revitalization of Jefferson County, Ohio and Brooke and Hancock Counties in West Virginia.

The specific project site (**Target Area**) is located in Steubenville Township at the southern end of the Village of Mingo Junction. As such, cleanup and redevelopment will benefit both areas. Steubenville Township is located in Census Tract 119 (39081011900), which includes rural, residential, industrial, and commercial properties. Primary development in Steubenville Township is centered along principal streams and waterways, including the Ohio River. Upland areas are relatively undeveloped and consist primarily of abandoned mine lands, putting a focus on the rehabilitation of the limited, developed land. The Village of Mingo Junction was once bustling with businesses adjacent to the former Wheeling Pittsburgh Steel Company (WPSC) plant. The adjacent Steubenville Township supported residential areas for local workers. As the steel industry declined, so did the jobs and supporting businesses (hotels, restaurants, grocery stores, shops, and suppliers) in the Village and adjacent Township. Presently, the Target Area is left with blighted and dilapidated buildings with low to no occupancy with unknown health factors facing residents. Southern portions of the Target Area, including the project site, are in a FEMA designated flood zone. According to the Jefferson County Community Health Assessment, the County has many challenges that would define it as disadvantaged including poverty (16.9% compared to state level of 13.3%), education (only 20.6% with bachelor's degree or higher), affordable housing (high levels of polled concern), aging population (22% 65 or older), and transportation challenges (19.7% using alternate from personal vehicle). Similarly, the US Department of Energy's Disadvantaged Communities Reporter identifies

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<sup>1</sup> US EDA, Appalachian Regional Council, and Interagency Working Group on Coal and Power Plant Communities and Economic Revitalization

<sup>2</sup> 2025 Jefferson County Community Health Assessment, Jefferson County Board of Health and Trinity Health System, June 2025 (<https://jchealth.com/wp-content/uploads/2025/07/2025-Community-Health-Assessment.pdf>).

<sup>3</sup> US Census: <https://data.census.gov/>

<sup>4</sup> <https://censusreporter.org/>

low income, food desert, diesel particulate exposure, cancer risk, wastewater discharge, and drinking water non-compliance as additional supplemental health and environmental risks. Multiple financial challenges are also present, including a high population of low-income residents (82nd percentile) and population over 64 (68th percentile). This grant will assist the community by removing a known health hazard from a residential area and continue regional efforts at brownfield cleanup and restoration.

**1.b: Description of the Proposed Brownfield Site:** The project site was the former location of a single combined commercial and residential structure constructed in 1910. The structure was first used as a grocery store, converted into an appliance store, and then operated as the American Cleaners dry-cleaning service for approximately 45 years before closing operations in the mid-1990s. The second story served as a residence until the early 1970s. The building was vacant from 2000 to 2021 when the Land Bank acquired the property and demolished the dilapidated structure. The Property is located in a residential area. Use of the Property as a dry-cleaner from the 1950s through the mid-1990s suggested the potential for past releases of chemicals associated with the dry-cleaning industry into the soil and/or groundwater beneath the Property. Initial due diligence studies were conducted by the BHJ Grant Coalition on behalf of the Land Bank using USEPA Brownfield Assessment grant funding provided through USEPA Region III to the BHJ Grant Coalition. Findings of a limited Phase II Environmental Site Assessment (ESA) conducted for the Land Bank identified dry-cleaning solvent tetrachloroethylene (PCE) and related compounds in soil and groundwater screening samples that were determined to pose a potential threat to surrounding occupied residential and commercial structures. In 2022, the Land Bank worked in partnership with the Port Authority to obtain \$190,000 in funding for assessment of the former American Cleaners business, which was located on the project property, through the Ohio Department of Development (ODOD) Brownfield Remediation Program. Additional Phase II investigation, including the collection and analysis of soil, soil gas, indoor air, and groundwater samples was completed between December 2022 and October 2023. Sampling efforts were designed to determine the approximate nature and extent of constituents of concern (COCs) in the subsurface on the Property, and on an adjacent alleyway owned by Steubenville Township. Findings of the investigation delineated the nature and approximate extent of several volatile organic compounds (VOCs), including PCE, in soil, groundwater, and soil gas, with source areas concentrations significantly above respective USEPA and Ohio EPA screening levels. Two suspected source areas were identified, with one being beneath the location of the former dry-cleaning machine and the other being the rear parking area. The larger source area in the rear parking area is suspected to have originated from improper storage/handling of PCE and waste materials. Further, it was confirmed through sampling on the Township property that COCs extend off-property. PCE and related compounds were also identified to be present in a shallow groundwater zone found at depths between 10 and 14 feet and consisting of alluvium composed of variable amount of silt, sand, and clay. Beneath the shallow saturated zone approximately 10 feet of clay was present to a depth of 30 feet. Below the clay, sand and gravel matching the characteristics of the regional aquifer was identified. The regional aquifer is utilized by the Village of Mingo Junction as a Public Water Source (PWS). No PCE or related compounds were identified in deeper groundwater. COCs were identified to extend off-Property in the shallow groundwater zone. Indoor air sampling of adjacent residential and commercial structures was initiated under the oversight of the Ohio EPA Technical Assistance program to determine if COCs were migrating into adjoining buildings. Ohio EPA requested a referral action from USEPA to address potentially elevated PCE levels in a residence located immediately to the south. USEPA evaluated one adjacent residential property and determined that PCE was present, but not at levels that presented an immediate risk to the occupants. Due to the nature of the contamination, the primary concern is the protection of public health. With the building gone, there is a greater risk for the continued migration of PCE and related compounds via groundwater and subsurface vapor migration towards neighboring residences and businesses. Further, the potential for PCE and related compounds migrate into the regional aquifer and impact the nearby PWS remains present. As such, the primary project goal is to reduce the contaminant source area to levels where migration of COCs to groundwater and toward adjacent structures is eliminated, and site PCE concentrations have been lowered to levels that meet risk goals for commercial or residential use. The Land Bank intends to enroll the project in the Ohio Voluntary Action Program (VAP) through the Memorandum of Agreement (MOA) track in pursuit of a Covenant Not-to Sue (CNS) for the Property, and solicit additional grant-funded technical assistance from Ohio EPA. The Land Bank previously spent \$10,921.98 to acquire the property, remove asbestos, and to demolish the building. In addition, the BHJ Grant Coalition and the Port Authority (through USEPA and ODOD funding) have contributed over \$200,000 toward the site characterization and pursuit of site cleanup funding and ultimate reuse.

**Revitalization of the Target Area: 1.c: Reuse Strategy and Alignment with Revitalization Plans:** The Land Bank is committed to the continued revitalization of the Target Area. The Land Bank has traditionally partnered on the evaluation of the Property with the Port Authority and the Brooke-Hancock Region XI Regional Planning and Development Council as part of a broader initiative for the Target Area, which includes building demolition, environmental studies, and reuse planning. Recently, an adjacent parcel owner who owns the only food resource in Steubenville township and Mingo Junction (a local market) petitioned to the Land Bank to acquire the Target Area for expanded parking. The market owner, who also owns the north-adjacent impacted residential property, is looking to expand their store to further serve the community. In 2022, the Land Bank utilized funding obtained through the ODOD Building Demolition and Site Revitalization Program to demolish 3 commercial buildings in the Target Area. In 2024, funding was utilized to demolish an additional commercial building in the Target Area. Lastly, the Land Bank has applied for funding to demolish two additional dilapidated residential

structures in the Target Area. The Port Authority, with its FY23 Community-Wide Brownfields Assessment Grant, is working with local businesses, including JSW Mingo Junction Steel Works (JSW Steel), to assess other commercial properties in the target area and assemble blocks of land to foster commercial and residential redevelopment, job creation, and overall economic growth; and to attract both businesses and people back to the region. The Village of Mingo Junction is currently developing a Comprehensive Plan that will include the Target Area and Property. Further, the Brooke-Hancock Region XI Regional Planning and Development Council was awarded a FY25 USEPA Coalition Brownfields Assessment Grant where the Commercial Avenue District of Mingo Junction area was identified as a Target Area. Completion of environmental studies is necessary to clear the path for redeveloped redevelopment but is not currently possible without external funding due to the financial condition of the local government and individual property owners. Additionally, Jefferson County is served by the Ohio Mid-Eastern Governments Association (OMEGA) local development district. OMEGA, with input from the districts it serves, recently revised its Comprehensive Economic Development Strategy (CEDS) in 2022. The CEDS's focus is resiliency with key goals to 1) attract and retain a vibrant workforce, 2) improve quality of life (with a focus on downtowns, redevelopment and improving tourism) and 3) emphasize business retention, expansion, and attraction by focusing on the redevelopment of Abandoned Mine Land (AML) and brownfields sites. The CEDS plan provides a roadmap for the revitalization of Jefferson County. Evaluation, cleanup, and reuse planning for the Target Area through the USEPA Brownfield program will meet the CEDS goals by removing existing redevelopment hinderances (i.e. contamination). Further, in 2023 OMEGA issued a Resilience Initiative for Southeastern and Eastern Ohio (RISE Ohio) Grant for the Mingo Junction Commercial Corridor that includes the Target Area. The RISE Ohio Grant conducted regional market research, inventoried buildings for potential demolition and parcel assembly for future redevelopment, and recommended streetscape improvements to the Village. Through identifying and assessing blighted properties and developing reuse plans for the Target Area through community partnerships the Land Bank will be strategically positioned to attract businesses and workforce, leading to sustainable economic recovery. By studying and improving these areas, county residents will see an improved quality of life for county residents. This proposed cleanup project at the Property will serve as the community example for leveraging assessment and cleanup dollars to address a public health concern and, when successful, will add additional available land for the reuse planning. **1.d: Outcomes and Benefits of Reuse Strategy:** Cleanup of the project site has the potential to stimulate economic development once hurdles are removed. Cleanup of a known health hazard and support of the growth of a local business is expected to inspire community partners to continue efforts in identifying and assessing properties to remove potential redevelopment obstacles as the region continues economic recovery efforts. In addition to investor tax benefits and improved local government tax base, other tangible outcomes and benefits for the project site are an improved quality of life and ensured clean air and water supply. With the project site located near the river and near a 'downtown' community location, a variety of redevelopment opportunities are present, including greenspace or future residential redevelopment. The area around the project contains future projects to be assessed through the Port Authority's FY23 Community-Wide Brownfield Assessment Grant and the Brooke-Hancock Region XI Regional Planning and Development Council's FY25 USEPA Coalition Grant. The nearby JSW Junction Steel facility employs over 300 people and will hire more workers as JSW completes significant capital projects to expand their product offerings. JSW's entering of their 230-acre site into the Ohio VAP in 2022 demonstrates their long-term commitment to sustain its investments in the region. Expansion of the JSW operations will bring redevelopment opportunities for supporting businesses and will require housing for regional workers. Continued efforts in this area will allow for other property assessment, remediation, and acquisition through partnerships with the BHJ-MPC, Port Authority, Village of Mingo Junction, and local property owners. Regarding the project site, promotion of the project success will be marketed by all community partners to provide a model of how cooperative assessment and cleanup of orphaned sites will foster economic recovery and redevelopment in the community. **Strategy for Leveraging Resources: 1.e: Resources Needed for Site Characterization:** Following completion of the cleanup, additional direct site characterization (i.e. soil, groundwater, or soil vapor sampling) is not expected; however, the Land Bank will enroll the project in the VAP MOA track in pursuit of the CNS. The VAP process will require additional funding to complete the No Further Action Letter and supporting documents, expected to include an Environmental Covenant and possibly Risk Mitigation and Operation and Maintenance (O&M) Plans. Additional funding is available through the Port Authority, the Brooke-Hancock Region XI Regional Planning and Development Council, and Ohio EPA. Specifically, the Port Authority received a \$500,000 Community-Wide USEPA Assessment Grant for the FY23 application period. As of the date of this application, approximately \$287,800 remains in the grant to complete site characterization and reporting in support of the cleanup. Additionally, the Brooke-Hancock Region XI Regional Planning and Development Council received a \$1.2MM FY25 USEPA Brownfield Assessment Coalition Grant, which identifies Mingo Junction as a Target Area. Finally, Ohio EPA has additional site assessment funding available to provide specific field services, including site characterization and Technical Assistance, if needed. **1.f: Resources Needed for Site Remediation:** The project budget was designed to request sufficient funding for source area removal/treatment, follow-up applications, and verification sampling, and includes a contingency for additional limited treatments and soil disposal, if necessary. Therefore, the requested funded is expected to be sufficient for remediating the site to levels that would allow a beneficial reuse. No additional cleanup funding has been pursued for this project site; however, additional funding is available through the project partners to enroll the project in the Ohio EPA VAP MOA track in pursuit of a CNS. **1.g: Resources Needed for Site Reuse:** With the exception of a broad, community-based redevelopment and revitalization

planning, no additional resources will be required for site reuse following the cleanup. Following completion of the cleanup, final determination of allowable land-use (i.e. commercial, residential, or recreational greenspace), and receipt of the CNS from Ohio EPA, the Land Bank will market the Property for sale and redevelopment. Further, the Property will be incorporated into local and regional planning and redevelopment activities with community partners, including the Port Authority, the Brooke-Hancock Region XI Regional Planning and Development Council, OMEGA, and the Village of Mingo Junction. It is the intention of the Port Authority and the Brooke-Hancock Region XI Regional Planning and Development Council to utilize a portion of their USEPA Brownfield Assessment Grants to assist with obtaining the CNS from Ohio EPA and to complete qualifying studies on adjacent and nearby parcels in an effort to assemble tracts of developable properties. This current includes a former school located immediately west of the Property, former gas stations located to the north and south, and various commercial buildings located in the Village and Township. Additionally, the Land Bank will continue to identify vacant and dilapidated properties where removal of the structures will facilitate redevelopment. The Land Bank is also eligible to apply for county, state, and federal grant funding as a foundation to continue with brownfield opportunities to promote local initiatives at nearby properties. Additional funding sources may include but are not limited to: 1) JobsOhio Revitalization Program, 2) ODOD Brownfield Remediation Program, and 3) Ohio EPA Target Brownfield Assessment (TBA) and Technical Assistance Grant Programs.

Name of Resource	Is the Resource for (1.e.) Assessment, (1.f.) Remediation, or (1.g.) Reuse Activities?	Is the Resource Secured or Unsecured?	Additional Details or Information About the Resource
USEPA FY23 Brownfield Community-Wide Assessment Grant (Port Authority)	Assessment/Reuse Planning	Secured	Available funding to complete reporting required to obtain a CNS through the Ohio VAP. Available funding to complete reuse plans.
USEPA FY25 Brownfield Coalition Assessment Grant (Brooke-Hancock Region XI Regional Planning and Development Council)	Assessment/Reuse Planning	Secured	Available funding to complete reporting required to obtain a CNS through the Ohio VAP. Available funding to complete reuse plans.
ODOD Brownfield Remediation Program	Assessment	Unsecured – future funding	Available funding to complete reporting required to obtain a CNS through the Ohio VAP. Future assessment would be contingent upon application and award.
JobsOhio Revitalization Loan Program	Assessment	Unsecured	Available funding to complete confirmatory sampling.
Ohio EPA Technical Assistance Program	Assessment	Secured, pending project need	Available funding to provide Ohio EPA Technical Assistance for project enrolled in the VAP.

**1.h: Use of Existing Infrastructure:** The Target Area is accessible by multiple modes of transportation including aviation (with a local airport in Jefferson County and Pittsburgh International airport 31 miles east), maritime (with the Ohio River bordering the Target Area to the east and flowing south), rails (running parallel to the Ohio River), and highways (with State Route 7 (SR7) running along the Ohio River, and U.S. 22 running through the center of Jefferson County). The Project Site is located in close proximity to SR7 and an associated interchange, as has existing utilities including electrical service supplied by American Electric Power, natural gas supplied by Columbia Gas of Ohio, and full access to public water and sewage capabilities provided by the Village of Mingo Junction. Aside from continual maintenance of roadways and paving for a potential parking lot, no upgrades to existing infrastructure are currently planned or necessary.

## **2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

**Community Need: 2.a: The Community's Need for Funding:** The Appalachian Regional Commission (ARC) identified Jefferson County as at risk of becoming economically distressed with six census tracts, including Tract 119 which Steubenville Township is part of, being identified as distressed. ARC's findings coordinate with the 2020 Census which shows Jefferson County as ranking 38 out of 88 counties in Ohio. Census data confirms the steady population loss between 1960 (population 99,201) and 2020 (population 65,248). The 2023 census.gov estimates show median income in the county as \$53,124, significantly below the state and US averages (\$66,990/\$80,610). The income gap has led to 18.8% county-wide poverty, which is higher than the state average of 13.3%. The income gap and poverty rate for Steubenville Township and Mingo Junction, shown in the table below, showcases how these trends are

intensified in specific communities that have faced decades of economic decline. Due to the closures of industrial facilities and associated support services, property tax and income tax revenue greatly decreased over the past 40 years. The loss of tax revenue have left these communities struggling to provide basic services such as water and sewer, and completely unable to assess and clean up the sites that once provided economic prosperity. Furthermore, the income gap shown below supports that individual property owners do not have the resources money to assess and provide cleanup properties efforts on facilities or lands they their own<sup>5</sup>.

Community	Ohio	Jefferson County	Steubenville Township	Mingo Junction
Population	11,799,331	65,248	4,117	3,347
Employment Rate	60.8%	51.6%	54.1%	57.5%
Income	\$66,990	\$53,124	\$53,864	\$58,141
Poverty Rate	13.3%	18.8%	29.1%	24.4%

**2.b: Health or Welfare of Sensitive Populations:** Jefferson County ranks in the bottom 15% of State-wide health rankings, indicating it is one of the unhealthiest counties in the state<sup>6</sup>. According to Jefferson County General Health District and US Department of Energy, the site is located an area identified as disadvantaged, as it is in higher percentiles for projected flood risk (91<sup>st</sup>), low income (75<sup>th</sup>), heart disease (92<sup>nd</sup>), low life expectancy (94<sup>th</sup>), transportation challenges (94<sup>th</sup>), and wastewater discharge (96<sup>th</sup>). The poverty conditions correspond with food insecurity and lack of healthy food options many Jefferson County citizens face. Additionally, nearly 16.4% of County individuals experiencing food insecurity, which is higher than in Ohio (13.2%) or national (11%) levels. County data also shows that residents state they have limited access to healthy foods at a rate of 10.1%, while the state of Ohio is at 6.9% and the nation is at 6.0%. Jefferson County also see 57.9% of its students receiving free or reduced lunch, an increase of nearly 8% and much higher rate than the rest of Ohio at 35.8%. According to ARC's health disparities data<sup>7</sup>, the infant mortality rate for the county is 8.7 per 1,000 birth which exceeds Ohio's rate of 7.5 and the US rate of 6.1. Receipt of the brownfield assessment funding will allow for the cleanup of a known public health hazard with the purpose of improving the quality of life and reducing the health burdens.

**2.c: Greater Than Normal Incidence of Disease and Adverse Health Conditions:** Jefferson County experiences health hardships similar to other Appalachian counties and states, with heart disease, low life expectancy, and low income as health disparities above the 90<sup>th</sup> percentile identified for the Target Area, along with asthma and diabetes in the 82<sup>nd</sup> and 83<sup>rd</sup> percentiles, respectively. The Jefferson County heart disease mortality rate of 264.0 per 100,000<sup>8</sup> far exceeds the state (195.6 per 100,000) and the nation (167.5 per 100,000). Diabetes is chronic in Jefferson County with a mortality rate 35.9 per 100,000 as compared to state-wide levels of 27.6 per 100,000<sup>9</sup>. The leading causes of death for the most recent period where data is available (2019 through 2023) are heart disease and cancer<sup>10</sup>, which both greatly exceeded the state averages. In 2023, 295 cancer-related deaths were recorded per 100,000 population, with lung and colon cancer deaths predominating. Lung cancer deaths have superseded all other deaths for the last five years, totaling 283 per 100,000. The county cancer death data correlates with the high prevalence noted in the State Cancer Profile<sup>11</sup>, with an incident rate of 516.3 per 100,000 compared to the state rate of 462.8 per 100,000, and a mortality rate of 184.4 per 100,000 compared to the state-wide rate of 161.1<sup>12</sup>. The risk of exposures to Air Toxic Releases is high for Jefferson County, with Steubenville Township in the 82<sup>nd</sup> percentile and Mingo Junction in the 84<sup>th</sup> percentile. However, one of the most alarming health issues in Jefferson County and the State of Ohio is the continued opioid epidemic. According to the Ohio Public Health Warehouse, Jefferson County had a 55.1 per 100,000 unintentional drug overdose rate which is higher than the State of Ohio (45.6) and U.S. average (25.8). The drug overdose mortality rate is alarming for Jefferson County. The overdose mortality rate was 53.4% for 2023<sup>13</sup>, exceeding the state-wide rate of 45.6%. Cleanup of this known health hazard will eliminate potential exposure to cancer-causing chemicals in a residential area.

**2.d Economically Impoverished/Disproportionately Impacted Populations:** Economically impoverished and disproportionately affected populations in the target area will benefit from the cleanup by preserving and expanding a local food resource (market), and by removing a known hazard that has the potential to impact the health and well-being of areas residents. Further, this grant will serve as a catalyst to future development and assist with minimizing future displacement of residents and/or businesses among the underserved community in Steubenville township.

<sup>5</sup> US Census Data: <https://data.census.gov/>

<sup>6</sup> <https://www.countyhealthrankings.org/health-data/ohio/jefferson?year=2025>

<sup>7</sup> <https://www.arc.gov/report/health-disparities-in-appalachia/>

<sup>8</sup> <https://hdpulse.nimhd.nih.gov/>

<sup>9</sup> <https://odh.ohio.gov/know-our-programs/chronic-disease/archived-web-content/ohio-diabetes-action-plan-2021>

<sup>10</sup> [JCGHD-2025-Annual-Report.pdfhttps://jchealth.com/wp-content/uploads/2025/07/2025-Community-Health-Assessment.pdf](https://www.jcghd.com/wp-content/uploads/2025/07/2025-Community-Health-Assessment.pdf)

<sup>11</sup> <https://statecancerprofiles.cancer.gov/>

<sup>12</sup> <https://odh.ohio.gov/know-our-programs/ohio-cancer-incidence-surveillance-system/resources/ohio-annual-cancer-report-2025>

<sup>13</sup> [2023 Ohio Unintentional Drug Overdose Report](#)

**Community Engagement: 2.e: Project Involvement and 2.f: Project Roles (combined):** Local organizations, regional economic development organizations, and state agencies will be utilized for this project for community engagement, reuse planning, and technical assistance. The following table presents each organization, contact information, and their expected involvement in the project:

Name of entity	Entity's Mission	Point of contact	Specific involvement in the project
Jefferson County Chamber of Commerce	Local Business support/advocacy	James Lash, Board Chair [REDACTED]	The Chamber will serve as the connection to the business community for project updates and opportunities involving redevelopment.
Steubenville Township	Community maintenance/governance.	Bob Smith, Chairman bsmith@mckinleydelivers.com (740) 275-7883	Community partner to assist with outreach and public education on the project and access to adjacent Township-owned property.
Village of Mingo Junction	Local community government.	Judy Ruckman, Mavor [REDACTED]	Provide input for community outreach.
Jefferson County Port Authority	County comprehensive economic development agency.	Robert Naylor, Executive Director <a href="mailto:rnaylor@jcport.com">rnaylor@jcport.com</a> (740) 283-2476	Project partner that will assist with providing funding for VAP-required reporting through current USEPA grant or future ODOG grant.
Jefferson County General Health District	Public health services focused on community wellness, disease prevention and protection.	Andrew Henry, Health Commissioner <a href="mailto:ahenry@jchealth.com">ahenry@jchealth.com</a> 740-283-8530 ext. 1624	Provide input for community outreach and assist with health monitoring.
BHJ Metropolitan Planning Commission	Regional transportation and economic development planning.	Michael J Paprocki, Executive Director <a href="mailto:mikepap@bhjmpc.org">mikepap@bhjmpc.org</a> (740) 282-3685 ext 209	Provide input for community outreach and site reuse and assistance with completing remaining post-remedy site reporting activities and VAP-required reporting through current USEPA grant.
Ohio Department of Development	State government division focusing on economic development and redevelopment.	Kelly Love, Environmental Specialist Office of Community Infrastructure <a href="mailto:Kelly.love@development.ohio.gov">Kelly.love@development.ohio.gov</a> (800) 848-1300	Brownfield Remediation Grant Program potential future grant funding to complete VAP MOA Track following remediation.
KSU-TAB	Technical Assistance Resource.	Roxanne Anderson Technical Assistance to Brownfields (TAB)   Kansas State University <a href="mailto:roxanderson@ksu.edu">roxanderson@ksu.edu</a> (614) 623-3270	Assistance with end-use planning.
Ohio Mid-Eastern Governments Association	Regional economic development and redevelopment group of local governments.	Dr. Vicki King-Maple, Executive Director <a href="mailto:vmapple@omegadistrict.org">vmapple@omegadistrict.org</a> (740) 439-4471	Regional Planning and site re-use
Ohio EPA	State Agency to protect human health and the environment for present and future Ohioans.	Emily Johnson, Ohio Brownfield Manager and VAP Manager <a href="mailto:Emily.Johnson@epa.ohio.gov">Emily.Johnson@epa.ohio.gov</a> (614) 728-5441	Ohio VAP Technical Assistance and program support.

Ohio EPA	See above	Dan Tjoelker, Lead Brownfield Coordinator <a href="mailto:daniel.tjoelker@epa.ohio.gov">daniel.tjoelker@epa.ohio.gov</a> (614) 644-3750	Ohio VAP Technical Assistance and identification of additional post-remediation funding.
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**2.g. Incorporating Community Input:** The Land Bank will include community involvement by: 1) Announcing the grant award in a press release to local news outlets; 2) Holding kickoff brownfield informational sessions with local community leaders, stakeholders/property owners, and citizens. Additional sessions will be held on an annual basis at a minimum throughout the grant period. These sessions will describe the planned cleanup scope, schedule, and potential short-term impacts to the community, including efforts to monitor public health during cleanup activities; 3) The Land Bank and Township will reach out to citizens via local publications, news outlets, and various communities' media outlets in advance of each meeting to ensure residents can participate. Stakeholder and residents will have the opportunity to provide feedback and concerns with the planned activities; and 4) A public document repository will be set up and maintained as part of the VAP MOA track, allowing for community review of relevant project documents.

### **3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS**

**3.a. Proposed Cleanup Plan:** The Land Bank developed an Assessment of Brownfield Cleanup Alternatives (ABCA) in advance of this application. The ABCA evaluated 5 remedial alternatives that would be effective at treating environmental contamination at the site, including no action, in-situ treatment, installation of a reactive barrier wall, excavation and disposal, and in-situ treatment via injection of treatment materials including potassium permanganate or zero-valent iron (ZVI). The ABCA concludes that a combination of excavation, ex-situ treatment and disposal, and in situ injections would meet the project goal of remediating the property to VAP standards at the Property boundary and obtaining a CNS through the Ohio VAP MOA Track. The cleanup plan also includes applicable post-cleanup sampling required to verify the effectiveness for the purposes of the VAP and a contingency in situ injection, if needed.

**Description of Tasks/Activities and Outputs:** The Land Bank requests a USEPA Brownfield Cleanup Grant in the amount of \$1,000,000 for site cleanup. The following presents each proposed Task to be completed under the grant and the respective responses to **3.b (Project Implementation)**, **3.c (Anticipated Project Schedule)**, **3.d (Task/Activity Lead)**, and **3.e (Outputs)**:

<p><b>Task/Activity: TASK 1: Programmatic and Outreach</b></p>
<p><b>i. Project Implementation:</b> EPA Program funded activities: 1) Preparation and submittal of quarterly reports to the USEPA via the Assessment, Cleanup, and Redevelopment Exchange System (ACRES) and submittal of MBE/WBE documentation annually along with final closeout documentation. 2) Attend two national and two state/regional brownfield conferences/training. 3) Complete accounting and administrative services during the grant period including as budget preparation, program plan revisions, maintenance and operation of financial management systems, handling of payment requests, and oversight of QEP activities, technical reports, and project schedules. 4) Conduct a project kickoff meeting with community partners prior to the start of remediation. 5) Conduct community outreach meetings at least annually throughout the project period. 6) Solicit assistance from the local health department as appropriate throughout the performance period to understand and prioritize health risks. 7) Complete steps to enroll the Property in the VAP MOA track, including paperwork and setting up/maintaining a public document repository. <b>Non-EPA Program funded activities:</b> Hire a qualified environmental professional(s) (QEP) in compliance with federal procurement procedures. Salary for non-task specific grant activities (communication, filing, scheduling).</p>
<p><b>ii. Anticipated Project Schedule:</b> 1) Hire QEP within 3 months of allocation of funds. 2) Program "kickoff" meeting held and VAP MOA setup within 6 months of award, with community outreach continuing throughout grant period. 3) Quarterly Reports (QR) will be submitted within 30 days of quarter ending. 4) On-going updates of ACRES and public document repository. 5) MBE/WBE submitted annually. 5) Final closeout documents submitted as required. Staff to attend available brownfield conferences/training during grant period.</p>
<p><b>iii. Task/Activity Lead:</b> The Land Bank will be responsible for day-to-day programmatic oversight and outreach throughout the grant period. QEP will assist with ACRES reporting, meetings, VAP MOA, and community outreach (including repository management).</p>
<p><b>iv. Outputs:</b> 1) Procure a QEP through a documented RFP and contracting process, 2) Accounting and administrative processes. 3) Production of four quarterly reports per year (16 reports total). 4) Completion of a kickoff meeting at start of the project and a total of 3 follow-up community meetings. 5) Preparation of fact sheets for the initial kickoff meeting and progress reports for the annual meetings. 6) Attend two federal and four state/regional brownfield conferences, workshops, or trainings. 6) VAP MOA forms and correspondence record.</p>
<p><b>Task/Activity: TASK 2: Plan Preparation</b></p>
<p><b>i. Project Implementation:</b> 1) The Land Bank will have the QEP prepare a Remedial Action Plan (RAP) and Risk Mitigation Plan (RMP) to detail the work to be performed, to address potential risk to workers and nearby occupants, and to identify health monitoring and mitigation measures that will be implemented during cleanup activities. 2) The Land Bank and QEP will identify qualified</p>

<p>environmental contractors to conduct soil excavation and treatment and in situ injections using the RAP and RMP as project specifications. <b>Non-EPA Program funded activities:</b> Salary for non-task specific grant activities (communication, filing, scheduling).</p>
<p>ii. <u>Anticipated Project Schedule:</u> The RAP and RMP documents will be prepared within 6 months of the award. An environmental contractor will be procured through a qualifications process within 12 months of receipt of the award.</p>
<p>iii. <u>Task/Activity Lead:</u> The QEP will prepare the RAP and RMP. The Land Bank will procure the environmental contractor following State of Ohio requirements and will oversee the remedial activities with assistance from the QEP. The Health District will be consulted concerning potential public health issues/exposures and air monitoring during excavation activities.</p>
<p>iv. <u>Outputs:</u> RAP and RMP documents.</p>
<p><b>Task/Activity: TASK 3: Soil Excavation, Treatment, and Disposal, and Injection</b></p>
<p>i. <u>Project Implementation:</u> 1) Conduct soil excavation/mixing of source areas and perimeter injections with enhanced reductive dichlorination (ERD) and In-Situ Chemical Reduction (ISCR) ZVI compound and electron donor. Perform Health Monitoring during excavation. 2) Conduct sampling of any stockpiled soil to verify as non-hazardous waste, 3) Transport soil to a licensed Ohio waste disposal facility (if necessary). 4) Conduct in-situ permeable reactive barrier (PRB) injection in non-excavation areas along property perimeter and on Township property (alley). 5) Prepare a remedial completion report detailing soil treatment and PRB. <b>Non-EPA Program funded activities:</b> Salary for non-task specific grant activities (communication, filing, scheduling).</p>
<p>ii. <u>Anticipated Project Schedule:</u> Treatment of source area soils and any soil disposal will occur within 6 months of completing Task 2. In situ injections will occur within 9 months of completing Task 2. Remedial completion reports will be prepared within 3 months of completing the soil excavation, treatment, and disposal; and in situ injections.</p>
<p>iii. <u>Task/Activity Lead:</u> The QEP will lead this task with oversight from the Land Bank.</p>
<p>iv. <u>Outputs:</u> One remedial completion report.</p>
<p><b>Task/Activity: TASK 4: Confirmation Sampling</b></p>
<p>i. <u>Project Implementation:</u> 1) Install replacement monitoring wells and soil vapor probes removed due to soil mixing (2 each). 2) Conduct 2 rounds of groundwater, soil vapor, indoor air, and ambient air sampling from new and existing monitoring locations (10 wells, 12 soil gas probes, 4 indoor air, and 1 ambient air location). 3) Conduct additional soil gas sampling in mixing area (temporary probes) to verify treatment. Sampling events will occur a minimum of 30 days apart but no greater than 90 days apart to meet requirements of the Ohio VAP. <b>Non-EPA Program funded activities:</b> Salary for non-task specific grant activities (communication, filing, scheduling).</p>
<p>ii. <u>Anticipated Project Schedule:</u> Replacement well and probe installation, and confirmation sampling activities will be completed within 12 months of completing the injection detailed in Task 3 (within 33 months of grant award).</p>
<p>iii. <u>Task/Activity Lead:</u> The QEP will lead this task with oversight from the Land Bank.</p>
<p>iv. <u>Outputs:</u> A sampling summary report will be prepared within 3 months of completing the second sampling event. The report will include a summary of the sampling activities, results as compared to VAP standards, and recommendations on follow-up injection or sampling.</p>
<p><b>Task/Activity: TASK 5: Contingency In Situ Injection</b></p>
<p>i. <u>Project Implementation:</u> In the event it is determined through sampling that cleanup objectives identified in the RAP are not met, a supplemental perimeter injection will occur. 1) Evaluate confirmation sampling results to determine what areas may require additional treatment. 2) Conduct additional in-situ injections in non-excavation areas. 3) Conduct additional soil gas sampling in mixing area (temporary probes) to verify treatment. Based on the sampling results, alternative technologies may be evaluated as a cost saving measure. <b>Non-EPA Program funded activities:</b> Salary for non-task specific grant activities (communication, filing, scheduling).</p>
<p>ii. <u>Anticipated Project Schedule:</u> Contingency Injection activities will be completed within 3 months of completing Task 4 (within 36 months of grant award).</p>
<p>iii. <u>Task/Activity Lead:</u> The QEP will lead this task with oversight from the Land Bank.</p>
<p>iv. <u>Outputs:</u> A supplemental remedial completion report will be prepared within 3 months of completing the contingency injection. The report will include a summary of the injection activities and follow-up sampling.</p>
<p><b>Task/Activity: TASK 6: Contingency Confirmation Sampling</b></p>
<p>i. <u>Project Implementation:</u> In the event a contingency injection is completed as noted in Task 5, additional confirmation sampling will be performed. This includes up to 2 rounds of groundwater, soil vapor, indoor air, and ambient air sampling from existing monitoring locations (10 wells, 12 soil gas probes, 4 indoor air, and 1 ambient air location). Events will occur a minimum of 30 days apart but no greater than 90 days apart to meet requirements of the Ohio VAP. <b>Non-EPA Program funded activities:</b> Salary for non-task specific grant activities (communication, filing, scheduling).</p>

- ii. **Anticipated Project Schedule:** Confirmation sampling activities will be completed within 8 months of completing the contingency injection detailed in Task 5 (within 44 months of grant award).
- iii. **Task/Activity Lead:** The QEP will lead this task with oversight from the Land Bank.
- iv. **Outputs:** A supplemental sampling summary report will be prepared within 3 months of completing the second sampling event. The report will include a summary of the sampling activities, results as compared to VAP standards.

**3.f. Cost Estimates:** Cost estimates were developed with the assistance from a QEP familiar with the project. Contractual and construction costs were provided by the QEP and from quotations received from environmental contractors, laboratories, and materials supplies. The following presents estimated costs by tasks, followed by a summary table.

**Task 1: Programmatic & Outreach - \$43,100:** Personnel: \$5,000, grant management, TA Kickoff Meetings, and Public Meetings, 100 hours at average rate of \$50/hr. = \$5,000. Travel Costs: \$10,580, including one staff member to two National BF Conferences, 2 x \$4,000 = \$8,000; one staff to two Regional BF Conferences, 2 x \$1000 = \$2,000; and In-Region travel to meetings and site, 800 miles @ \$.725/ mile = \$580. Supplies: \$1,920 for marketing and outreach printed materials (indirect cost). Contractual costs: \$25,600 for QEP program management including, VAP MOA documents and public repository management, quarterly and annual ACRES reporting, and budget updates at an estimated cost of \$13,900 (69.5 total hours an average of \$200/hr.); and \$11,700 for preparation and attendance at four community meetings (2 people, 55 total hours at average rate of \$200/hr., plus \$700 in travel expenses).

**Task 2: Plan Preparation - \$14,100:** Personnel: \$1,000, plan review and meetings with QEP, 20 hours at average rate of \$50/hr. = \$1,000. Contractual costs: \$13,100 for QEP to prepare the Remedial Action Plan and Risk Mitigation Plan. (84 hours at average rate of \$156/hr.).

**Task 3: Soil Excavation, Treatment, and Disposal, and Injection - \$670,200:** Personnel: \$1,500, coordination with health department and other community partners (30 hours at average rate of \$50/hr.). Contractual Costs: \$76,850 for QEP for field oversight/management, confirmation sample collection of soil, preparation of summary reports, and preparation of project communication (Labor: \$68,400 with 450 hours at an average rate of \$150/hr., vehicle/equipment direct costs: \$8,450), Construction: \$591,850 (\$208,120 for soil mixing and treatment, \$162,030 for PRB installation, \$7,200 for laboratory analysis, and \$214,500 soil transportation and disposal, if necessary).

**Task 4: Confirmation Sampling - \$103,800:** Personnel: \$1,000, coordination with health department and other community partners (20 hours at average rate of \$50/hr.). Contractual Cost: \$102,800 for QEP fees for field oversight/management, sampling, and summary report (Labor: \$40,600 with 280 hours at an average rate of \$145/hr., vehicle and equipment direct costs: \$4,900, subcontractor cost: \$36,000 and laboratory fees: \$21,300).

**Task 5: Contingency Injection - \$98,000:** Personnel: \$500, coordination with health department and other community partners (10 hours at average rate of \$50/hr.). Contractual Costs: \$19,800 for QEP for field oversight/management, confirmation soil sampling, summary reports, and preparation of project communication (Labor: \$18,100 with 125 hours at average rate of \$145/hr.; vehicle and equipment direct costs: \$1,700), Construction: \$77,700 for ZVI product, additives, and injection).

**Task 6: Contingency Sampling - \$70,800:** Personnel: \$500, coordination with health department and other community partners (10 hours at average rate of \$50/hr.). Contractual Cost: \$70,300 for QEP fees for field oversight/management, sampling, and summary report (Labor: \$36,800 with 254 hours at an average rate of \$145/hr., vehicle and equipment direct costs: \$1,200, subcontractor cost: \$11,100, and laboratory fees: \$21,200).

Budget Categories		Project Tasks (\$)						Total
		(Task 1) Programmatic & Outreach	(Task 2) Plan Preparation	(Task 3) - Soil ETD and ZVI Injection	(Task 4) - Confirmation Sampling	(Task 5) - Contingency Injection	(Task 6) - Contingency Sampling	
Direct Costs	Personnel	\$5,000	\$1,000	\$1,500	\$1,000	\$500	\$500	\$9,500
	Fringe Benefits							\$0
	Travel <sup>1</sup>	\$10,580						\$10,580
	Equipment <sup>2</sup>							\$0
	Supplies	\$1,920						\$1,920
	Contractual	\$25,600	\$13,100	\$76,850	\$102,800	\$19,800	\$70,300	\$308,450
	Construction <sup>3</sup>			\$591,850		\$77,700		\$669,550
	Other							
<b>Total Direct Costs<sup>4</sup></b>		<b>\$43,100</b>	<b>\$14,100</b>	<b>\$670,200</b>	<b>\$103,800</b>	<b>\$98,000</b>	<b>\$70,800</b>	<b>\$1,000,000</b>

Indirect Costs <sup>4</sup>	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total Budget</b> (Total Direct Costs + Indirect Costs)	\$43,100	\$14,100	\$670,200	\$103,800	\$98,000	\$70,800	\$1,000,000

<sup>1</sup> Travel to brownfields-related training conferences is an acceptable use of these grant funds.  
<sup>2</sup> EPA defines equipment as items that cost \$10,000 or more with a useful life of more than one year unless the applicant has a lower threshold for equipment costs. Items costing less than \$10,000 (e.g., laptop computers) are considered supplies. Generally, equipment is not required for Brownfield Grants.  
<sup>3</sup> Costs must be placed on the Construction budget line when at least 50% of the estimated amount of the contract(s) will be for the remediation of contamination at the brownfield site. Construction costs do not typically apply to assessment activities. See the FY26 FAQs for more information.  
<sup>4</sup> Administrative costs (direct and/or indirect) for the Cleanup Grant applicant itself cannot exceed 5% of the total EPA-requested funds.

**3.g. Plan to Measure and Evaluate Environmental Progress and Results:** To ensure the Brownfield Project is on schedule, the Land Bank and QEP will meet monthly via telephone or video conferencing, and quarterly in person to ensure site projects are progressing and grant goals are met. The Land Bank will track, measure, and report on the success of the project utilizing ACRES to monitor the outputs. Outputs will include: the RAP and RMP, remedial completion reports, and sampling reports. The Land Bank will track, measure, and report the following outcomes in ACRES: community participation, progress, approximate schedule, and report conclusions. Outputs/Outcomes not compatible with ACRES will be reported in quarterly reports. Quarterly meetings will be held with local entities, with annual community meetings taking place for after the initial kickoff meeting.

**4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

**Programmatic Capability: 4.a. Organizational Structure and 4.b Description of Key Staff:**

The Land Bank is a quasi-government subsidiary responsible for combating blight through demolitions, helping transfer properties to productive use, and providing a county-wide resource to assist in neighborhood and community redevelopment. The Land Bank will coordinate the financial and administrative requirements for the project with two full time staff, a Director and the Board President. Tabatha Glover, Director, will coordinate the overall direction of the project, with a focus on developing the site inventory, and coordinating with community partners and property owners. Mrs. Glover has a B.S. in accounting and has been with the Land Bank since 2016. Brian J. Scarpone has a B.A.in consumer affairs/business from the Ohio State University and M.S. in Business Administration from Franciscan University of Steubenville, and has been the current County Treasurer since 2025. Mr. Scarpone has been with the Land Bank since the beginning of his term as Treasurer. The Land Bank is assisted by the Jefferson County Prosecutor’s Office (Legal Acquisitions) and the Jefferson County Auditor’s office, and by their Board of Directors, which includes Board President Chairman Brian Scarpone (County Treasurer), Vice-President Mike Paprocki (BHJ-MPC), and members Roanld Kleineke and Tony Morelli (County Commissioners), and Jessica Gumm (City of Steubenville).

**4.c Acquiring Additional Resources:** The Land Bank will procure a QEP using a Qualifications-Based Selection Process that complies with state and federal procurement regulations and that meets the procurement policies set forth by the State of Ohio. The QEP will oversee the preparation of plans and reports, implementation of the remedy, and confirmatory sampling.

**Past Performance and Accomplishments (4.d and 4.f not applicable)**

**4.e: Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements:**

**(1) Purpose and Accomplishments:** The Land Bank has not received any USEPA Brownfield funds to date. The Land Bank received \$964,728 in funding through the ODOD FY22 Building Demolition and Site Revitalization Program to demolish 10 residential and 7 commercial buildings in Jefferson County. The Land Bank successfully completed the work on 10 residential and 5 commercial buildings and will complete the remaining 2 commercial buildings by the end of the Grant Period in June 2025. The Land Bank has completed all associated quarterly reports to date, and reimbursement requests within the program guidelines. Additionally, the Land Bank received \$3,436,286 in funding between 2015 and 2020 for property 198 demolitions in the form of reimbursement awards through the federal Neighborhood Improvement Program (NIP) administered through the Ohio Housing Finance Administration (OHFA). On behalf of the Land Bank, the Jefferson County Port Authority was awarded \$190,000 to complete the VAP-compliant Phase II Property Assessment for the Target Area, which resulted in a complete Phase II PA report. In 2024 the Land Bank was awarded \$660,556 to construct three new homes as part of the ODOD Welcome Home Ohio (WHO) program. The Land Bank was awarded \$500,000 ODOD FY24 Building Demolition and Site Revitalization Program, and is awaiting an additional \$250,000 award for FY26 for the demolition of additional structures throughout Jefferson County. **(2) Compliance with Grant Requirements:** The Land Bank successfully completed all required program reporting and other requirements for the ODOD Building Demolition and Site Revitalization Program and NIP. The Land Bank has completed all required programmatic steps to initiate work, and is currently completing monthly budget updates and draw requests, and quarterly progress reports. The Land Bank also maintains consistent financial records with the State of Ohio through annual audits through 2024 that were approved with no findings or exceptions, and received the Ohio Auditor of State Award in 2024 and the Ohio State Auditor Award With Distinction in 2023.

**THRESHOLD INFORMATION**  
**Jefferson County Land Reutilization Corporation**  
**FY 2026 USEPA Cleanup Grant Application**

**Threshold Criteria for Cleanup Grants**

1. Applicant Eligibility

- a. The Jefferson Land Reutilization Corporation (JCLRC) is eligible to apply for a US EPA Brownfield Cleanup Grant as a General Purpose Unit of Government established as an agency of county government according to Section 1724.04 of the Ohio Revised Code.

On May 21, 2014 the Jefferson County Board of Commissioners established the JCLRC by passing Resolution numbers 2014-6 and 2014-7 in accordance with Ohio Revised Code Sections 1724.04 and 1702. The JCLRC is non-profit but does not have a 501 (c)(3) designation. The attached JCLRC articles of incorporation identify federal tax-exempt status pursuant to Section 115(1) of the IRS Code of 1986. Further, JCLRC is recognized as a non-profit by the attached State of Ohio business certificate.

- b. Tax Exempt Status: The JCLRC is not exempt from Federal taxation under Section 501(c)(4) of the IRC. The JCLRC does not lobby or accept lobbying activities.

2. Previously Awarded Cleanup Grants: The JCLRC has not received funding for the property from a previously awarded USEPA Cleanup Grant. The proposed site has also not received funding from a previously awarded USEPA Brownfield Cleanup Grant.
3. Expenditure of Existing Multipurpose Grant Funds: The JCLRC does not have an open USEPA Multipurpose Grant.
4. Site Ownership: The JCLRC acquired the property on September 10, 2021. See attached the current property card from Jefferson County Auditor.
5. Basic Site Information: The site is referred to as the Former American Cleaners Property, and is located at 2510 Commercial Avenue, Steubenville Township, Jefferson County, Ohio 43938.
6. Status and History of Contamination at the Site:
- a. The site is contaminated with hazardous substances, including dry-cleaning solvent tetrachloroethene (PCE) and associated breakdown products. Contamination has been identified in subsurface soil, groundwater, and soil vapor.
- b. The site was the former location of a single combined commercial and residential structure. The former building was first used as a grocery store, converted into an appliance store, and then operated as the American Dry Cleaners for approximately 45 years before closing operations in the mid-1990s. The second story served as a residence until the early 1970s. The building was vacant from 2000 until it was demolished in 2021. The site is currently vacant.
- c. Environmental concerns include exposure by residents of adjacent properties to PCE and related compounds present in the subsurface. This exposure could occur through direct contact with contaminated soils or via vapor migration to adjacent occupied residential and commercial structures. Further, the site is adjacent to the Village of Mingo Junction drinking water source protection area; therefore, the potential exists for contamination to migrate into a public water source.
- d. The site became contaminated through releases that originated from former commercial dry-cleaning operations. Soil contamination was identified beneath the former dry-cleaning machine and in an exterior

area either used for waste management or resulting from improper handling of waste materials such as spent solvent or used filters. The extent of contamination has been delineated in soil, groundwater, and soil vapor to the northern and southern site boundaries, and onto the east-adjacent alleyway owned by Steubenville Township. Source area soil contamination is expected to extend onto the north and south-adjacent residential properties. Groundwater contamination extends horizontally onto adjacent properties to the north, south and east, and vertically to an identified aquitard present over the regional aquifer that serves as a public water source. Contamination was not found in public water supply aquifer.

7. Brownfield Site Definition: Based upon the findings of an ASTM-compliant Phase I Environmental Site Assessment, the site meets the definition of a brownfield since it is:
  - a. not listed on the National Priorities List (NPL),
  - b. not subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA; and
  - c. not subject to the jurisdiction, custody, or control of the U.S. government.
8. Environmental Assessment Required for Cleanup Grant Application: A Phase I Environmental Site Assessment/Property Assessment (ESA/PA, Civil & Environmental Consultants, Inc. (CEC)) was prepared in November 2019. As detailed in the Phase I ESA/PA, the Property was undeveloped until the former structure was constructed in 1910. The Property was first used as a grocery store, converted into an appliance store, and then operated as the American Dry Cleaners for approximately 45 years before closing operations in the mid-1990s. The second story served as a residence until the early 1970s. The building has been vacant since 2000. The structure was demolished in December 2021. No cleanup or remediation of dry-cleaning-related contamination has been completed. Two (2) VAP Identified Areas (IA) and ASTM recognized environmental conditions (REC) were identified during the Phase I ESA/PA, including IA/REC-1: Historic Dry Cleaner, and IA/REC-2: Asbestos and Lead-based Paint.

ACM and LBP were addressed prior to building demolition and are no longer considered an IA for the purposes of the VAP. With regard to IA/REC-1, use of the Property as a dry-cleaners from the 1950s through the mid-1990s suggest the potential for past releases of associated chemicals, specifically tetrachloroethene (PCE), into the soil and/or groundwater beneath the Property. Property conditions observed during the Phase I ESA/PA indicated that the former dry-cleaning machine was located along the eastern wall of the building.

CEC completed a limited Ohio Voluntary Action Program (VAP) - compliant Phase II Property Assessment (PA) investigation at the Property in 2021. The purpose of the Phase II PA was to identify if releases to soil or groundwater occurred that may have originated from IA/REC-1, and included the advancement of soil borings and the collection of soil and groundwater samples. Samples were collected during two separate mobilizations in July 2021, prior to building demolition. Findings of the Phase II PA identified PCE and related compounds in soil and groundwater screening samples. An initial Phase II PA Report was published in August 2021.

The Jefferson County Port Authority (JCPA) successfully applied for an Ohio Department of Development (ODOD) Brownfield Remediation Program Assessment Grant in January 2022. Additional Phase II investigation, including the collection and analysis of soil, soil vapor, indoor air, and groundwater samples was completed between December 2022 and October 2023. Sampling efforts were designed to determine the approximate nature and

extent of constituents of concern (COCs) in the subsurface on the Property, and on an adjacent alleyway to the east owned by Steubenville Township. Permanent monitoring locations included 8 monitoring wells screened in a shallow saturated zone identified in alluvium consisting of variable amounts of sand, silt, and clay; 1 monitoring well installed in a deeper, regional sand and gravel aquifer (double cased); and 12 soil vapor probes installed at depths of approximately 7 feet below ground surface.

Findings of the investigation identified several volatile organic compounds (VOCs) in soil, groundwater, and soil vapor above respective USEPA and Ohio EPA screening levels. VOCs included dry cleaning solvent PCE and associated breakdown products. Two suspected source areas were identified, with one being beneath the location of the former dry-cleaning machine and the other being the rear parking area. The larger source area in the rear parking area is suspected to have originated from improper storage/handling of PCE and dry-cleaning materials, including used filters and other waste materials. It is suspected that COCs present in soil extend off-property to the south and confirmed that COCs extend onto the Township-owned property to the immediate east.

PCE and related compounds were also identified to be present in a shallow groundwater zone found at depths between 10 and 14 feet and consisting of alluvium composed of variable amount of silt, sand, and clay. Beneath the shallow saturated zone approximately 10 feet of clay was present to a depth of 30 feet. Below the clay, sand and gravel matching the characteristics of the regional aquifer was identified. No PCE or related compounds were identified in deeper groundwater in the single location. COCs were identified to extend off-Property to the east in shallow groundwater.

PCE and related compounds were identified in soil vapor above respective USEPA Vapor Intrusion Screening Levels (VISL) for residential land-use. Indoor air sampling of adjacent structures was initiated under the oversight of Ohio EPA Technical Assistance to determine if COCs were migrating into adjoining buildings. Ohio EPA requested a referral action from USEPA to address potentially elevated PCE levels in a residence located immediately to the south. Findings of the USEPA evaluation identified similar levels of COCs in indoor air as observed during the CEC investigation; however, USEPA ultimately concluded that no further action is required.

Based upon the findings detailed in the draft Phase II ESA/PA Report dated October 2024, cleanup/remediation is required to prevent COCs from leaving the property and to qualify for a Covenant Not-to-Sue through the Ohio VAP.

9. Site Characterization:

- a. State or Tribal Authority: Not applicable.
- b.i. Non-State or Tribal Authority: See attached letter of support from Ohio EPA indicating:
  - a. The site is eligible to be enrolled in the Ohio VAP,
  - b. The site intends to be enrolled in the Ohio VAP, and
  - c. No additional assessment is needed to sufficiently characterize the site for remediation work to begin.
- b.ii. Not applicable
- c. Not applicable

10. Enforcement or Other Actions: There are no known ongoing or anticipated environmental enforcement or other actions related to the site for which Brownfields Grant funding is sought.
11. Sites Requiring a Property-Specific Determination: Not applicable.
12. Threshold Criteria Related to CERCLA/Petroleum Liability:
  - a. Property Ownership Eligibility – Hazardous Substance Sites: The JCLRC is exempt from CERLA liability based upon the following:

Per CERCLA § 101(20)(D), state and local units of government that acquired ownership or control of a property and did not cause or contribute to the release or threatened release of a hazardous substance at the property, are exempt from liability for any previous contamination at that property and, therefore, do not have to demonstrate that they meet the requirements of a CERCLA liability defense to be eligible for a Brownfields Grant.

Alternatively the following information demonstrates that the JCLRC is exempt from CERCLA liability:

    - (a) Information of the Property Acquisition: In 2019 the JCLRC attempted to acquire the parcel through the estate of Anne Bretell, former owner of the dry cleaners Throughout the process it was discovered that a mortgage encumbered the property. The executrix of the Estate of Ann Bretell signed the property over to the mortgage holder; Bayview Loan Servicing, LLC, in lieu of foreclosure in 2020. Bayview did not pay the real estate taxes on the property. As a result, the Jefferson County Prosecutors office was able to foreclosure on the property of delinquent real estate taxes. The JCLRC acquired the parcel on September 10, 2021 through the delinquent tax foreclosure process.
    - (b) Pre-Purchase Inquiry: A VAP and ASTM-compliant Phase I ESA/PA was completed in November 2019 by a qualified environmental professional and VAP certified professional. No changes to the property occurred between completion of the Phase I ESA/PA and acquisition.
    - (c) Timing and/or Contribuiton Toward Hazardous Substances Disposal: Management and disposal of hazardous substances at the site occurred before JCLRC acquired the property. The JCLRC did not cause or contribute to any release of hazardous substances at the site, and has maintained the site as a vacant lot since demolition was completed. JCLRC has not, at any time, arranged for the disposal of hazardous substances at the site, with the exception of investigation-derived wastes (soil and groundwater). No hazardous waste has been transported to the site by the JCLRC.
    - (d) Post-Acquisition Uses: Following acquisition, the property has remained vacant. The existing building was demolished in late 2021/early 2022 in accordance with Ohio regulations.
    - (e) Continuing Obligations: Since acquisition, JCLRC has taken reasonable steps to prevent exposure. No continuing source is present; therefore future releases are not expected to occur. Further, contamination is present in the subsurface, so JCLRC has enlisted the assistance of the Township to ensure that no unauthorized digging occurs. Currently, no land-use restrictions or institutional controls are present at the property. JCLRC has cooperated with all prior site assessment, and will be guiding future remediation. No legal notices have been required, and JCLRC has complied with any local information requests that have been received for the property. To JCLRC's knowledge, no administrative subpoenas have been issued in connection with the property.
13. Cleanup Authority and Oversight Structure:

- a. Cleanup Oversight: JCLRC will oversee the project by hiring a qualified environmental consultant to identify qualified subcontractors and manage cleanup activities. JCLRC will also utilize the Ohio EPA's Technical Assistance program to provide guidance and ensure the cleanup is performed in accordance with the Ohio VAP, and that the cleanup is protective of human health and the environment. JCLRC also intends to enroll the project in the VAP Memorandum of Agreement track.
- b. Project implementation will require access to adjacent properties to the north, south, and east for the purposes of cleanup and conformation sampling. Prior site work done through the Jefferson County Port Authority has established communication with each adjacent property owner, including Steubenville Township. JCLRC plans to enter into access agreements for the purposes of cleanup and environmental testing with adjacent property owners.

14. Community Notification:

- a. Draft Analysis of Brownfield Cleanup Alternatives (ABCA): A draft ABCA document was prepared to solicit support from Ohio EPA. The draft ABCA was made available to the public for review during an open comment period.
- b. Community Notification Ad: A public notice was issued in the Steubenville Herald Star newspaper on January 5, 2026.
- c. Public Meeting: A public meeting was held at the Jefferson County Courthouse on January 21, 2025.
- d. Submission of Community Notification Documents: Attached are copies of the draft ABCA, public notice, public comments received, JCLRCs responses to those comments, meeting notes, and a meeting sign-in/participant list.

15. Contractors and Named Subrecipients

The JCLRC affirms it is not naming any contractors or subrecipients in this Brownfield grant funding application.

ATTACHMENTS:

- Jefferson County Board of Commissioners May 1, 2014 Resolution with JCLRC Articles of Incorporation
- JCLRC State of Ohio Business Certificate
- Current Jefferson County Property Card
- Ohio EPA Letter of Support
- Community Letters of Support
- Community Notification Documentation
  - Draft ABCA
  - Copy of Public Notice
  - Copy of Public Comments and Responses
  - Public Meeting Notes and Participant List